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Report of the Malnad Development Committee

1946

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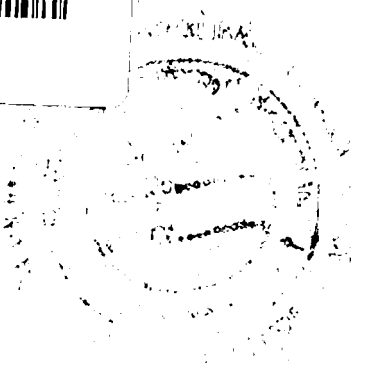

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REPORT

OF THE

MALNAD DEVELOPMENT COMMITTEE

1946

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MALNAD DEVELOPMENT COMMITTEE, 1946.

REPORT.

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THE MALNAD DEVELOPMENT COMMITTEE.

(Constituted under Government Orders No. S. R. 2472-551—E. C. 21-45-1, dated 21st December 1945, No. 3830-90—C. B. 290-45-1, dated the 17th April 1946, No. 4365-51—C. B. 290-45-3, dated 16th May 1946, and No. S. R. 299-362—E. C. 2-46-4, dated 23rd July 1946.)

Chairman.

Rajamantrapravina A. V. Ramanathan, Esq., B.A.

Members.

1. The Revenue Commissioner in Mysore.
2. The Commissioner of Economic Development and Planning in Mysore.
3. The Director of Public Instruction in Mysore.
4. The Director of Public Health in Mysore.
5. The Director of Industries and Commerce in Mysore.
6. The Senior Surgeon in Mysore.
7. The Chief Engineer for Roads and Buildings in Mysore.
8. Bhoopalam R. Chandrasekharayya, Esq., B.A., Member, Representative Assembly and Merchant, Shimoga.
9. A. Middleton, Esq., Coffee Planter, Yellikodigi Estate, Aldur, and Member, Representative Assembly.
10. *Lokasevaniratha* M. S. Dyave Gowda, Esq., Coffee Planter, Koppa, and Member, Legislative Council.
11. A. C. Malle Gowda, Esq., Coffee Planter, Thippenahalli Estate, Chikmagalur, and Member, Legislative Council.
12. *Rao Bahadur* N. S. Nanjundiah, Esq., Pleader, Hassan.
13. K. H. Halappa, Esq., B.A., Nallur, Chennagiri Taluk.
14. The President, District Board, Shimoga, (H. S. Rudrappa, Esq., B.Sc., LL.B., Member, Legislative Council).
15. The President, District Board, Kadur, (N. P. Govinda Gowda, Esq., B.A.,) Member, Representative Assembly).
16. The President District Board, Hassan, (K. Lakkappa, Esq., B.A., LL.B., Member, Legislative Council.)

Secretary.

S. K. Venkataramana Aiyar, Esq., B.A., B.L.

ORDER No. S. R. 2472-551—E. C. 21-45-1, DATED BANGALORE, THE 21ST DECEMBER 1945.

The question of the improvement of the economic and health conditions of the malnad parts in the State has come up frequently for discussion in the Legislative Council and the Representative Assembly and suggestions have been made that a committee may be appointed to examine the problem and suggest suitable measures for improvement.

2. Government have always attached great importance to the improvement of the malnad and have taken steps on several occasions in the past to investigate the causes for the backwardness of the tracts and have also undertaken various measures of improvement. A scheme of malnad improvement was started in 1914 on the recommendations made by Mr. K. Matthan who had been specially appointed for the purpose. The working of the scheme was reviewed in 1924 and lines of work which required concentrated attention were indicated. Mr. S. Keshaviengar was appointed in 1925 to conduct an economic survey of typical areas in the malnad tracts. A committee under the chairmanship of the late Mr. K. Chandy examined the findings of that survey and suggested the formation of land mortgage banks, introduction of record of rights, enactment of legislation for relief of indebtedness, provision of more drinking water wells, dispensaries and midwives, and extensive distribution of quinine. Government accepted and implemented many of the recommendations. In 1931, a Malnad Economic Depression Committee was appointed to examine how the raiyats of the malnad had been affected by the depression and necessary relief was afforded on the recommendations of the committee. An economic survey of selected villages in the malnad was conducted in connection with the Census of 1941.

3. Owing to unfavourable factors such as the prevalence of malaria, the full benefit of the natural resources of the malnad parts is not being derived and it has been noticed that the population in some of the malnad tracts is tending to decline. Government consider that this tendency should be arrested and further steps taken to improve the standard of living and the health of the people inhabiting the malnad.

4. The plans for the economic development of Mysore which are under scrutiny by the Economic Conference include measures for the improvement of the malnad also. Government consider that it would be advantageous to have a separate regional plan for the development of the malnad and are accordingly pleased to direct that a committee consisting of certain heads of departments, with powers to co-opt officials and

non-official gentlemen with intimate knowledge and experience of the conditions of the malnad, be constituted to suggest a plan of development and indicate the steps to be taken for putting the plan into execution with all practicable expedition.

5. The committee, the personnel of which will be notified separately, will be requested to submit its report to Government within a period of three months.

SUMMARY OF REPORT.

1. The development of the malnad and the growth of its population are long term problems. Government should bind itself to a continuous policy for at least 20 years.

2. Malaria and Hookworm are the predominant adverse factors in the malnad. Sustained effort is necessary to eradicate them. For the success of any health plan remedial and preventive health work should be developed "on a unified basis."

3. Intensive research into the diets of the poor and the lower middle class is* necessary to detect deficiencies. Research into the nutritive value of local agricultural and forest products should also be carried out, and balanced diet using local products constructed and popularised (through demonstration kitchens).

4. (*a*) No effort at arresting the decline of population in the malnad will succeed without rapid industrialisation. Industries utilising malnad resources should be enabled to shift there.

(*b*) An Occupational Institute at Shimoga, five more industrial schools and increased scholarships are necessary.

5. The fruition of the Bhatkal Harbour is absolutely essential in the broader interests of the State and for the development of the malnad in particular.

6. The construction of the Kadur-Chikmagalur railway should be speeded up and it should be extended to Aldur, Koppa, Thirthahalli, Hosanagar and Sagar urgently. As a second stage, Aldur should be connected with Hassan, *via* Mudigere and Saklespur and a chord line constructed from Shimoga to Thirthahalli.

The betterment value of nearly 270 lakhs of rupees on the 5·5 lakhs of acres of uncultivated but cultivable land in this area will more than repay the entire capital cost of the railway.

7. Concreting the five main trunk roads leading down the ghats,† and construction of more bridges, minor and village roads to afford access throughout the year is another important item.

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* *Vide* Group XVI of annexure.

† *Vide* Group III of annexure.

8. Increased facilities for motor transport for passenger and goods traffic* are necessary in the malnad—particularly in the interior villages.

9. Next to communications, industries need power. Electric power should be extended to every taluk in the tract.

10. An intensive survey of possibilities of high and medium dams in the upper-reaches of the several rivers and streams is necessary. Such dams will promote industrial development, increase agricultural production and improve public health.

11. A quicker pace in the restoration of minor tanks in the malnad is essential.

12. Intensive research by senior experts stationed in the tract is necessary for the development of minerals and forest resources.

13. There is crying need in the malnad for increased activity by the Agricultural and Veterinary Departments for the improvement of crops, introduction of new crops, improvement of live-stock and increase in the dairy products.

14. Areca and Cardamom Boards should be formed immediately for establishing research stations and arranging improved marketing facilities.

15. For the relief of agriculturists in the malnad, it is necessary to enact legislation:—

(1) to prevent occupied land from passing into the hands of non-cultivators;

(2) for compulsory redemption of mortgages of agricultural lands as in Bharatpur and the extinction of usufructuary mortgages after a currency of 30 years as in United Provinces; and

(3) for scaling down debt as in section 16 of the Debt Conciliation Act, *i.e.*, so that the total amount repaid as interest and principal does not exceed twice the principal.

16. Besides the increase in educational institutions, hostels should be provided in taluk headquarters and at least one selected middle school in the interior of each taluk.

17. Seats should be reserved in the University and Technical Institutions and attached hostels at Bangalore

**Vide* Group III of annexure.

and Mysore for malnad students and scholarships provided for poor students in these institutions.

18. To retain the staffs at their jobs in the malnad, provision of quarters,* grant of an allowance and special medical leave, preferential treatment in respect of admission of their children in the higher educational institutions is necessary. A suitable leave reserve is also necessary.

19. Applicants from the malnad for appointments in the public service* should receive preferential consideration.

20. A Malnad Development Board should be created by statute with a full-time Chairman of the status of a Minister and three members elected by the members of the State Legislature resident in the malnad. The headquarters of the Chairman and the office of the Board will be in the malnad.

21. A malnad development fund should be created by statute and vested in the Board, and a sum of 2 crores of rupees from the Government's investments transferred to its credit.

22. For securing periodical review of progress and popular interest in the activities and publicity, the statute should prescribe that in March and August each year all members of the Representative Assembly and Legislative Council representing the malnad and resident there should meet in conference and consider the report of the Board; the proceedings of the conference with a copy of the report should be sent to Government and placed before the State Legislature.

A. V. RAMANATHAN,
Chairman.

S. K. VENKATARAMANA AIYAR,
Secretary.

* *Vide* Special group of Annexure

REPORT OF THE MALNAD DEVELOPMENT COMMITTEE.

The Committee.

The appointment of this Committee was sanctioned in G. O. No. S. R. 2472-551—E. C. 21-45-1, dated 21st December 1945. The members of the Committee were appointed in G.O. No. 3830-90—C.B. 250-45-1, dated 17th April 1946. The Secretary joined duty on the 2nd May 1946. Mr. Halappa was appointed an additional member on 16th May 1946, and the Presidents of the District Boards of Hassan, Kadur and Shimoga as additional members on 23rd July 1946.

The terms of reference to the Committee stated in paragraph 4 of the G.O. of 21st December 1945 are—

(1) "to suggest a regional plan for the development of the Malnad," and (2) "to indicate the steps to be taken for putting the plan into execution with all practicable expedition," in order to arrest "the tendency" of "the population in some of the malnad tracts to decline" and "to improve the standard of living and the health of the people inhabiting the malnad."

Past activities.

2. The decline of population in the Malnad attracted the attention of the Government when the statistics of the Census of 1901 were published. The Census of 1911 disclosed further decline. In January 1913 His Highness the late Maharaja Sri Krishnaraja Wadiyar Bahadur, G.C.S.I., G.B.E., of revered memory expressed that the loss of population in the Malnad was a matter of great concern. Two months later, the then Dewan Sir M. Visvesvaraya toured the Malnad for a personal study. Then Mr. Matthan (now *Rajamantrapravina Diwan Bahadur*) was placed on special duty. A scheme for malnad improvement was sanctioned on the 24th February 1914 and a grant of Rs. 1 lakh was sanctioned for 1914-15 and the succeeding year. The grant was increased to Rs. 1,50,000 from 1916-17. In an Order of 22nd May 1918, the Government reviewed the progress and declared the need for a 'bolder policy' and laid stress on communications (roads and railways), irrigation works, attraction of settlers and supply of labour and relief of indebtedness and development of forest and other industries as primary planks on the platform, besides education, medical relief and improvement of public health. The grant was enhanced to

Rs. 2 lakhs for 5 years in that order. Actually the grant reached Rs. 1,55,000 in 1920-21. Owing to financial stringency, this grant was reduced to Rs. 51,000 in 1921-22 to cover expenditure on certain midwives, dispensaries and vaccination in the order dated 18th June 1921 and other special activities were suspended. The expenditure decreased to Rs. 45,000 in 1922-23 but increased to Rs. 76,000 in 1923-24. The special activities were revived in 1924-25 by an order dated the 1st October 1924, and a grant of Rs. 1,03,000 was sanctioned for that year. In this order the Government again resolved to concentrate their attention on—

(*a*) provision of improved facilities for medical relief;

(*b*) improvement of sanitation and water supply;

(*c*) improvement of communications and opening of railways; and

(*d*) industrial development.

Period of suspense.

3. Malnad improvement as a distinctive activity was discontinued in 1929. Since then the work has been left to the respective departments and to the District Boards, and grants under malnad improvement confined to malnad improvement dispensaries and midwives, additional vaccinators and scholarships for malnad students. These grants stand in the current year's budget at Rs. 43,000 under medical and Rs. 4,500 under scholarships.

Previous enquiries.

4. A Committee on forest grievances sat in 1915-16, a committee of Representative Assembly members reviewed the malnad improvement scheme in 1917, a debt survey was conducted in two malnad hoblis in the same year, a special officer, Mr. S. Kesava Iyengar conducted an enquiry into economic conditions in 1924-25, a committee presided over by the late *Rajasabhabhushana* K. Chandy considered the special officer's report in 1925 and reviewed the work done under malnad improvement, and another committee presided over by *Rajamantra-pravina* (now Sir) S P. Rajagopalachari enquired in 1931 into the economic condition of the malnad raiyat, with special reference to the economic depression. An economic survey of representative villages was conducted in 1941 and a fresh survey of indebtedness in those villages has just been completed.

Special agency in the past.

5. Separate staff for malnad improvement existed from 1914 to 1924 and again from 1924 to 1929. Special

malnad improvement committees were constituted in 1914, but discontinued in 1921. They were revived in 1927 and abolished in 1929. A central committee for reviewing progress and presided over by a Member of Council existed from 1919 to 1921. In 1929, the District Boards were instructed to form malnad improvement committees of their own.

Present enquiry.

6. The Government have now plans of economic development of the State under active scrutiny by the Economic Conference. These plans include measures for the improvement of the malnad also. But Government consider that it would be advantageous to have a separate Regional Plan for the development of the malnad and have appointed this Committee to suggest such a plan and to indicate the steps to be taken for putting it into execution with all practicable expedition.

Committee's work.

7. We requested the several departments for information on the following points:—

(1) which of the measures so far adopted do not, in view of past experience, deserve to be continued;

(2) which of the measures so far adopted require to be pursued and intensified in view of their beneficial effects;

(3) the portion of the department's plan of economic development of the State relating to the malnad; and

(4) the additional measures they would propose for the malnad in view of its special disabilities.

We have collected together and studied all the material available, the development plans under scrutiny by the Economic Conference and the replies sent by the several departments to our request. We have studied also the manner in which similar problems have been tackled elsewhere and the agency employed in the malnad in the past, and elsewhere on similar tasks. We note that we are required to submit a Regional Plan and have kept in view the need for a regional approach to the problem. During our studies we have been impressed by the emphasis repeatedly laid by different committees, officers and others on the need for long term continuous attention, for co-ordination of work by an authority at a high level, for industrialisation of the malnad, for industrial and agricultural schools, for opening up of the interior of the malnad by Railways, all weather roads

and bridges, for relief of indebtedness, for the improvement of agriculture and live-stock and for centralised marketing facilities of the principal crops. But apart from the Shimoga-Talaguppa Railway, the malnad has no railway. The Bhadravati group of industries, including those in Shimoga town, and the Hassan Implement Factory help only the outskirts of the malnad. The Coffee Curing Works at Chikmagalur is the only industry which helps malnad produce. The forest industries now operating help only in exploitation of malnad forest resources, are not situated in the interior of the malnad and have not helped in the development of the tract. The limited fields of activity undertaken in the past have been affected adversely by fluctuations in the State's finances and by discontinuity in the agency employed, both in the executive and controlling levels. Even the data as regards past performance are not readily forthcoming. The decennial census and the statistics furnished by the Public Health Department have been the only means of evaluating the results of the activities.

Report and Plan.

We have held eight meetings and discussed the various aspects of the problems from all angles. We are presenting in the succeeding paragraphs our conclusions on matters of major importance, and give the plan approved by us as an annexure. We are not burdening the report with all the data collected by us, or the reasons in detail of every recommendation. We may however add that each item was decided by us after discussion in considerable detail of every argument that could be advanced against the final decision.

The plan gives under each group the general schemes as applicable to the malnad and then the special items recommended by us.

The Region.

8. As we are required to suggest a Regional Plan, we have limited our attention to a fairly contiguous tract, namely, the Shimoga District excluding Honnali and Chennagiri Taluks, the Kadur District excluding Kadur Taluk, and only the Belur, Manjarabad and Alur Taluks of the Hassan District. We wish to indicate that this should not prejudice the sanction of one or other of the special facilities to any other area in which special disabilities exist.

Long term commitment necessary.

9. We agree with the 1917 Committee of Representative Assembly members and consider that the development of the malnad and the growth of its

population should be dealt with as long term problems and that the Government should bind themselves to a continuous policy for at least 20 years.

10. In regard to the plan itself, we have been greatly impressed by the manner in which the Tennessee Valley development has been attacked in the U. S. A. The development of a tract is a course of action; it has no arbitrary point of beginning and goes on and on with no point of completion. We recognise the prudence of indicating the objective in broad outline and vesting the responsibility in a specified authority charged with the duty of elaborating the details of the plan in close contact with the local population and with the help of experts stationed in the locality. We consider it essential to success that each individual item should be studied by senior experts *in situ* with the people who are to benefit by it and executed in close co-operation with them.

The problem.

11. The Government have recognised in the order appointing this Committee that the measures for medical relief and improvement of public health adopted till now have not been adequate enough to yield results. The figures in Appendix I evidence the steady decline in the natural local born population from 1901. The figures and graphs kindly furnished by the Director of Public Health, the Senior Surgeon and the Chief Lady Medical Officer indicate that the number of dispensaries has doubled and their expenditure trebled since 1911. The apathy to resort to the use of allopathic system referred to in the 1913 reports has been overcome and the number of out-patients who take advantage of these institutions has multiplied tenfold. The number of midwives has trebled; the number of parturition cases attended by them has quadrupled and represents half the number of live births and probably a third of the total number of parturition cases, inclusive of still births and abortions. The number of successful vaccinations has exceeded the number of births successively for some years past indicating that an increasingly larger portion of the adult unprotected population is being protected. The decline of population has not however been arrested. The birth rate shows no visible improvement. The mortality rate has not perceptibly declined. The rates of infant mortality and maternal mortality continue high. The results from vaccination indicate the single bright feature in this gloomy picture. Mortality from smallpox is standing at lower levels for longer periods

and the peak is reached at successively lower levels and at increasingly longer intervals.

Malaria.

12. Malaria continues to be the one predominant adverse factor and has been recognised as such from the commencement. The lack of success in controlling it in the malnad stands out in contrast with success elsewhere. In his "A Handbook of Malaria Control" Dr. Svensson rightly remarks that "in its direct and indirect effects on mortality and morbidity, malaria is the World's Public Enemy No. 1," and has "apart from these measurable effects on morbidity and mortality, a profound influence on the general health and vitality of a community, its birth rate, its social and political progress and its economic development." In the rubber estates in Malaya, anti-malaria work since 1913 has reduced mortality among labour from 232 per mille in 1911 to 3 per mille in 1923 and 1·1 per mille in 1932. In a group of tea estates in Assam, malaria control instituted in 1929 has increased births per mille from 38·7 in 1929 to 51·3 in 1937 and reduced deaths per mille from 34·7 in 1929 to 20·52 in 1937. The same author remarks "Rural malaria in scattered indigenous populations presents at first sight an insoluble economic problem, but the number of victories over malaria by the use of nature's own simple methods is growing in an encouraging way. It is becoming increasingly evident that an attitude of passive acceptance of malaria as a necessary evil is out of date, and should be replaced *by an active interest in the problem on the part of the whole community, for only by the co-operation of the laity can a medical department achieve the best results.*" The nature's own simple methods above referred to are (1) alteration of larval food supplies (Java), (2) alteration in cha acter of breeding pools, (3) alteration of light and shade (Malaya, Assam and Ceylon). "(By a too hasty chopping down of natural shade in Malaya, many previously healthy ravines were turned into death traps)", (4) introduction of natural enemies, *e.g.*, Gambusia (already in use in Mysore), (5) control of irrigation, cutting out water from fallow land and irrigation ditches (Java) "(the majority of rice fields produce no carriers)", (6) periodic flushing of streams (Malaya), (7) river training (Ceylon), (8) filling of hollows; (9) Drainage, surface and subsoil, and (10) damming swamps and levels too low for filling or drainage. All these require detailed local survey and study and the active interest of the community.

13. Hookworm is another disease endemic in several areas in the malnad. It is insidious in its course and lowers vitality. Sustained attention is necessary to locate patients and cure them and public interest and co-operation is essential for checking its spread. The Sir Joseph Bhore Committee on Health Survey and Development also say: "No lasting improvement of the public health can be achieved without arousing the living interest and enlisting the practical co-operation of the people themselves". Adequate nutrition is another major factor in the maintenance of health, and this is emphasised by the Bhore Committee. But it has not received local attention. In their order appointing this Committee, the Government have opined that 'further steps should be taken to improve the standard of living' of the people of the malnad. Though the Government have expressed this wish on previous occasions also, it has not received adequate attention in practice. In our view, these are the primary causes for the absence of any tendency for improvement in the birth rate, or for decrease in general mortality and maternal and infant mortality in spite of the increase in medical and other facilities. Medication merely cures an attack and does not increase vitality. Nor will attendance by a midwife alone reduce the maternal and infant mortality rates, unles the expectant mother has had adequate nutrition and has maintained normal health and retained normal vitality. The Senior Surgeon, the Chief Lady Medical Officer and the Director of Public Health have in their proposals provided for the additional institutional needs of the malnad. They have proposed certain amenities necessary to retain the staffs at their posts in the malnad and certain additional facilities for the training of staff from among local population. We have incorporated these in our plan and supplemented them with others. Health plan.

14. We do not consider that any effort at arresting the decline of population will succeed without rapid industrialisation of the malnad. Therefore, the pivot of our plan is the Bhatkal Harbour. We consider its fruition an absolutely essential preliminary for the development of the malnad and for tilting the focus towards that tract. We welcome the Armstrong Committee Report recommending this project and urge with all the earnestness at our command for speedy action in the broader interests of the State. Bhatkal harbour.

15. Our next recommendation is that a metre gauge line opening up the interior of the Malnad and linking the Railways

malnad with the rest of the State and with Bhatkal should be undertaken as an urgent item, if the State is to derive full benefit from the Bhatkal Harbour. The Kadur-Chikmagalur Railway has been approved by the Railway Policy Committee and the General Co-ordination Committee. We propose that this line should be extended to Aldur, Koppa, Tirthahally, Hosanagar and Sagar. As a second stage, Aldur should be connected with Hassan *via* Mudigere and Saklespur and a chord line constructed from Shimoga to Tirthahalli. 5,40,000 acres of land are now uncultivated, being unoccupied or fallow, but will come under occupation and cultivation with the advent of railways and growth of industry. The betterment value on this area estimated at 270 lakhs of rupees will more than repay the entire capital outlay on the Railway.

Electric power.

16. Next to railways, industries need Power. This is the Age of Electricity. It is by its use that human energies are multiplied. A Kilowatt Hour is the modern slave, toiling tirelessly for its master. The quantity of electrical energy available in a locality is the foot rule of the people's command over their resources and the best single measure of their productiveness, their opportunities for industrialisation, their potentialities for the future. Industries which could have been more economically located in the interior of the malnad have clustered round Bangalore or Mysore for lack of electric power in the malnad. As remarked by David Lilienthal, the Director of T.V.A., "The income which comes to a region from cutting trees and bringing them to a point of transportation is only a small fraction of the income, the value added, when those trees have been processed. If a region depends almost entirely upon the income from cutting the lumber and hardly at all upon making pulp, furniture or other articles (*e.g.*, plywood or battery separators), then the pressure to deplete the forests becomes very great indeed. That pressure can be lessened by the growth of industries which electric power encourages. But if the industry is only exploitative, industry can exhaust a region and hurt its people's chances of happiness and prosperity."

17. We strongly recommend, therefore, that electric power should be extended to every taluk in the tract and also to centres like Agumbe, Hariharpur, Sringeri, Kalasa, Hanbal and Yeslur, even though they are beyond the

taluk headquarters, in order to attract industries near the place of raw materials, to facilitate lift irrigation and protected water supply and to brighten life by the use of public lighting, community radios, telephone and use of electricity for domestic purposes.

Water resources.

18. As remarked by His Highness the late Maharaja Sri Krishnaraja Wadiyar Bahadur of beloved memory in a speech on the 12th June 1926, "the malnad being proverbial for its heavy rainfall, irrigation has been thought superfluous. But the soil being rocky or gravelly and the slopes steep, the rain water speedily escapes, leaving little or no moisture in the sub-soil. In places it is hard to obtain even drinking water for men and cattle in the dry season. In spite of the heavy rain, there is less water here for fair weather irrigation than in the maidan." We recognise that owing to steep slopes, flow irrigation from reservoirs may not be possible in the interior of the malnad. But the potentialities of the upper reaches of the rivers and streams in the malnad have not been adequately appreciated. High and medium dams there will help in ensuring water supply in summer, facilitate the periodical flushing of the streams to clear stagnant pools and provide wholesome drinking water along their course, encourage lift irrigation for high priced crops and possibly provide supplementary electric power for tying in at local stations. We consider that an intensive survey of possibilities for such dams in the upper reaches of the several rivers and streams is necessary and should be arranged quickly and the construction of multi-purpose dams undertaken for reasons of industrial development, improvement of public health and increase of agricultural production. We urge also a quicker pace in the restoration of minor tanks in the malnad. We attach great importance to the improvement of existing roads, construction of more bridges and of new village and minor roads to afford access throughout the year. The Chief Engineer's proposals for increasing the tempo under this head have our approval.

Minerals and Forest resources.

19. The departmental proposals under 'mineral' and 'forest' resources are meagre. This circumstance points to the need for intensive attention and research by senior experts stationed in the tract with full laboratory and other equipment as in the Tennessee Valley, if results similar to what T. V. A. achieved in 10 years are

to be secured in the malnad. Here is what the T. V. A. achieved :—

"The farmer's woodland has become a part of demonstration farming. In those woods he is growing a new crop of trees, such as black walnuts of a special strain, for example, or a fine straight species of black locust, or blight-resistant Asiatic chestnuts, or oriental persimmons. From the nursery maintained by T.V.A, over 110,000 grafts and cuttings of ten species and many varieties of special strains have gone out for planting by farmers. One kind of tree is chosen to be grown for fence posts, another because its branches make good cotton spindles ; the nuts of this one can be sold to the shelling plant near by ; one species is chosen for use as wildlife food, another for its beauty or the shade it gives for the family in the farmyard, and for the fruit pods that fatten cattle and pigs. All the trees help to save the soil, to hold the water on the land. Many of them raise the farmers' income and relieve the pressure to rely for cash upon soil-costly corn and cotton.

The plentiful rainfall and long growing season in the valley push trees along at an incredible rate.

The change is not only on the land but beneath it as well. The minerals of the earth must be made to work for the people. The Tennessee Valley has a great variety of these minerals—more than fifty. Some of them have never been put to much use, because science has thus far passed them by ; the green olivine ore of North Carolina's mountains is an example. The ore is one-fourth magnesium metal.

Some of these minerals were of too low a grade to attract private industry in the pioneering years of bounty when the population was sparse, the world seemed new, and waste was commonplace. Now many of them, as experimentation sponsored by T.V.A. has shown, can be economically used. Kaolin, a kind of clay, for example, had been known in North Carolina since colonial days, but it seemed cheaper and easier to bring clays for high grade china from abroad than to find a way in which our own deposits could be used. To develop a refining method which would make that kaolin useful for American potteries was an early project of T.V.A. It proved a success. The North Carolina deposits are now extensively developed for this purpose by several private concerns.

Another mineral, low grade manganese ore, formerly was little used; now a new process makes this resource available for the steel industry."

Agriculture and Live-stock.

20. We urge also the dire need for increased activity by the Agricultural Department in the malnad. Improvement of existing crops, introduction of new crops, planting subsidiary crops, scientific assistance such as soil analysis and selection of manures, agricultural education, the improvement of live-stock, increase in dairy products, all cry for attention. It is not as if all this was not previously noticed. The 1927 and 1931 Committees pressed for a residential agricultural school in the malnad, for special research on preparation of areca and cardamom for the market and for marketing facilities and organisation for coffee, areca and cardamom. But there is no agricultural school in the malnad nor an agricultural farm for general malnad crops. The one farm at Marthur was closed down. The Balehonnur Coffee Experimental Station is specialised for a single produce. And even coffee was in a bad way and would have continued so but for the War and the All-India Coffee Board and Coffee Pool. Cardamom has received little attention. A cardamom bleaching factory is still a dream of the future. No assistance has been given in respect of its grading and improved marketing. We recommend the immediate formation of Areca and Cardamom Boards with powers for establishing research stations and arranging improved marketing facilities and that steps be also taken to secure the creation of All-India Boards for Areca and Cardamom on the lines of the Coffee, Cocoanut and Oilseeds Boards. Our other recommendations under Agriculture and Live-stock are given in the Annexure.

Agricultural Debt.

21. In respect of relief of agricultural indebtedness, the need for vigorous action was emphasised by Mr. Matthan in 1913 and also by Mr. Kesava Iyengar and by the Committee presided over by the late Mr. Chandy. This Committee urged that the malnad raiyat should be helped with money under conditions which will enable him to repay it during a long period of years out of the proceeds of his land and retain the land when this has been done. We find that the Land Mortgage Bank has barely touched the fringe of the problem, the total loans issued being barely Rs. 6 lakhs against an estimated indebtedness of Rs. 300 lakhs in the tract. The provisions of the Mysore Debt

Conciliation Act and Agriculturists' Relief Act also are far less helpful than those of United Provinces or the Punjab. We have seen the report on the survey of indebtedness in selected villages conducted in 1945. The debt position has worsened in several villages despite increase in prices of agricultural produce. Increase in value of land has only led to increase in debt, except in a few cases. We are impressed with the thoroughgoing legislation and financial arrangements for compulsory redemption of mortgage of agricultural land in force in Bharatpur State. We do not suggest similar comprehensive measures throughout Mysore. We are, however, emphatically of opinion that in the peculiar circumstances of the malnad, it is absolutely necessary to enact legislation (1) to prevent occupied land from passing into the hands of non-cultivators and to promote the security of cultivators, whether owners or tenants, in the continued enjoyment of their lands, (2) for compulsory redemption of mortgages of agricultural land and the extinction of usufructuary mortgages after a currency of 30 years and (3) for scaling down debt on the lines of section 16 of the Debt Conciliation Act, and that funds should be provided for paying off all ascertained debt and for payment of fresh loans for authorised purposes, by local Land Mortgage Banks in the malnad.

Education.

22. In respect of education and literacy, the malnad barely retains the slight lead in literacy noticed in the 1911 Census report. In our view, increase in number of institutions is not enough. It is necessary to ensure that they are adequately staffed, both in respect of sanction and continuous presence on duty. The dispersion of population in the malnad in isolated homesteads presents special problems in respect of the location of elementary schools and demands the provision of hostels in the Taluk Headquarters and at least one selected middle school in the interior of each taluk. Reservation of seats for malnad students in the University and Technical Institutions and attached hostels at Bangalore and Mysore, and provision of scholarships for poor students in those institutions are also absolutely necessary in order to secure a steady flow of intelligent local leaders in all walks of life.

Association of people.

23. People are the most important fact in resource development. Not only is the welfare and happiness of individuals its true purpose, but they are the means by

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which that development is accomplished; their genius, their energies and spirit are the instruments; it is not only "for the people" but "by the people." The unified development of resources must become the *common purpose*, as nearly as possible, of all the people and all the agencies of the entire area.

Malnad Development Board and Fund.

24. To insure that the problems are dealt with continuously on lines laid down by the Government, with such modifications in detail only as the people primarily affected may find necessary and justifiable, it is necessary to establish a local authority resident in the area of sufficient status with adequate funds and power and sufficiently representative in character. We deem it essential also that such an authority should have staff of senior experts in every technical department working in concert and living in the area. We strongly feel that effort will be dissipated and that neither speed nor efficiency will be secured unless the Agency on the spot to implement the plan, formulate details, control operations and co-ordinate activities, has a full-time Chairman with the status of a Minister. We recommend therefore the creation by statute of a Malnad Development Board with a full-time Chairman of the status of a Minister. The Headquarters of the Chairman and the office of the Board should be in the malnad. The Board will have besides the full time Chairman, three members elected by members of the State Legislature resident in the malnad. The Board will control all development activities under the plan and employ such staff as is necessary for its activities. Normally, all activities of routine nature will continue with the respective departments and local Government agencies. The development items which admit of such transfer will also be transferred to those departments and agencies as soon as they have reached the stage of maintenance. We recommend that a Malnad Development Fund be created by statute and vested in the Board and that a sum of two crores of rupees from the Government's investments be transferred to the credit of that Fund. Such items as Government earmark may be credited to the Fund in later years together with all realisations from the Board's activities. Such portion of the grants sanctioned in respect of the general development plans as applies to the taluks of the malnad may also be credited to this Fund, and the expenditure in respect of them met by the Board from the Fund.

Organic association with State legislature.

25. In order to secure periodical review of progress and popular interest in the activities and publicity and to make the people feel that they have a share in forging their future, we recommend that the statute should provide that a joint conference of all members of the Representative Assembly and Legislative Council representing these taluks and districts, respectively or other malnad constituencies and resident there, should meet in March and August each year, and consider the report of the Board. A copy of the proceedings of the Conference with a copy of the report should then be sent to Government and placed before the State Legislature. The Conference should be presided over by the Minister-Chairman of the Malnad Development Board. The representatives of each district in the Conference should elect the member from the district to the malnad development board in their meeting in August and such member will hold office for a year.

26. Before concluding, we desire to express our appreciation of the very valuable help we have received from our Secretary, Mr. S. K. Venkataramana Aiyar. His ripe experience, intelligence and industry and the wide knowledge and contacts gained in the revenue department and the secretariat and familiarity with sources of official information facilitated the collection and study of data which we would otherwise have missed and helped us in our deliberations and the rapid preparation of the report. We wish to record also our appreciation of the hard work and devotion to duty of the stenographers.

A. V. RAMANATHAN,
Chairman.

A. MIDDLETON,
P. PARTHASARATHY,
H. S. RUDRAPPA,
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S. NARAYANA RAO,
R. KASTURI RAJ CHETTY,
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} *Members.*

S. K. VENKATARAMANA AIYAR,
Secretary.

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ANNEXURE—REGIONAL PLAN.

(Para 7 of Report.)

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N.B.—The groups in the annexure are the same as those in the "Development Schemes of Mysore" published by the Commissioner, Economic Development and Planning.

Under each group, the schemes in the general plans applicable to the Malnad are shown under 'General' and the special schemes proposed by the Committee under 'Special'.

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GROUP I.

Re-settlement and Re-employment of Ex-service Men.

General,—Nil.

Special.—One colony of 200 persons may be established in each district from among ex-service men. These will be model centres in respect of agriculture, cottage industries, education, water supply, public health and community life.

GROUP II.

Industries and Industrial Training.

1. *General.*--Large scale industries :—

(*i*) Development of Iron and Steel Works, Bhadravati ; (Schemes 3 to 10).

(*ii*) Expansion of Mysore Paper Mills (Scheme 20) ;

2. Cottage and Rural Industries (Scheme 26):—Sixty-two more centres are proposed to be opened in three years, half the number being located in the malnad, the following industries being developed :—

(1) Tile making ;
(2) Pottery ;
(3) Smithy ;
(4) Mat weaving ;
(5) Carpentry ;
(6) Button making ;
(7) Rattan industry ;
(8) Paper making ;
(9) Fruit canning in Hassan and Kadur Districts and Sandalwood and Ivory carving in Sagar and Sorab should be introduced.

3. Industrial Education (Scheme 27);—Existing Industrial Schools to be improved and 11 new schools to be opened in the next five years ; Of these, 13 are proposed to be major and 7 minor schools. Of the new Industrial Schools, six should be opened in the interior of the malnad—Koppa, Mudigere, Hosanagar, Thirthahalli (major), Tarikere (major) and Saklespur (major).

4. Opening of an Occupational Institute at Shimoga or Davangere (Scheme 32):—It should be opened at Shimoga to serve the malnad.

5. Organising the handloom weavers in the State (Scheme 34).

At least one weaving centre should be established in each Malnad Taluk.

6. Development of Khadi Industry (Scheme 37):—One Khadi centre should be opened in each district in the interior of the malnad.

7. Manufacture of spinning wheels and looms (Scheme 39):—The factory should be located in the malnad.

Special.—1. Large scale industries should be developed by intensive research, local investigation and propaganda and located in appropriate places, *e.g.*, paper and pulp manufacture

near Choradi between Shimoga and Sagar, Plywood in Saklespur, battery separator at Tirthahalli or Koppa, Sugar Factory in Shimoga District, Vanaspati at Shimoga, Fruit Canning at Chickmagalur, large scale tile factory-at least one in each district.

2. Establishment of Cardamom Bleaching Factory in Hassan District.

3. Institution of 25 scholarships of Rs. 20 per mensem each for the malnad students of each district studying in the Occupational Institute at Bangalore or Shimoga, residents of Shimoga Town being ineligible for the scholarships.

4. Smithy and carpentry classes should be opened at all Taluk Headquarters.

5. In the special circumstances of the malnad, hostels should be attached to Industrial Schools at District Headquarters.

6. Scholarships at enhanced rates should be granted to students from depressed classes in the malnad.

GROUP III.

Road Development.

General.— (Scheme 42).

Road Development.— 1. Five bridges across rivers as follows :—

(*a*) Across Varada river in Sorab Taluk ;
(*b*) Across Hemavati at 4/15 of Manjarabad-Kodlipet Road ;
(*c*) Across Bhadra at 3/33 of Chickmagalur-Narasimharajapura Road ;
(*d*) Across Tunga on Jayapura-Sringeri Road ;
(*e*) Across Yegachi at 8/1 of Kottaya-Hullibyle Road.

2. Twenty-five bridges across minor streams.

3. Formation of—

(1) Two hundred and twenty-six and a half miles of village roads ;
(2) One hundred and seventeen miles of minor district roads.

4. Concreting of 93 miles of main trunk roads.

Special.—1. Two additional bridges—one across Varada and the other across Tunga connecting Koppa with Mandagadde.

2. Twenty-five more bridges across minor streams.

3. Formation of additional 180 miles of village roads and 93 miles of minor roads.

4. Increasing the pace of concreting in the malnad so as to cover the main trunk roads as under :—

(1) Bhadravati—Shimoga—Sagar—Jog ;
(2) Shimoga—Tirthahalli—Agumbe Ghat ;
(3) Agumbe to Hosanagar and Nagar and Hyderghar Ghat Road ;
(4) Kadur—Chickmagalur—Mudigere and Chara Mudighat Road ;
(5) Koppa—Agumbe Road ;
(6) Hassan—Saklespur—Maranahallighat Road.

5. Metalling the existing 709 miles of other main roads to make them all weather roads.

6. Provision of bridle tracks and foot bridges to connect all interior villages to the nearest road.

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GROUP IV.

Transport.

General.—1. Extension of Talaguppa line to Jog (Scheme 62).

2. Kadur—Chickmagalur Railway (Scheme 64).

Special—1. *Bhatkal Harbour and Railway.*—In welcoming the decision of the Armstrong Committee about the development of the Bhatkal Harbour, this committee urges speedy action on this project as a fundamental necessity for malnad development.

2. For opening up the interior of the malnad, the economic exploitation and utilisation of its present resources and the development of its economic potential and also for taking advantage of the Bhatkal Harbour, the Kadur—Chickmagalur line to be extended to Aldur, Balehonnur, Koppa, Tirthahalli, Hosanagar and Sagar as quickly as possible. As a second stage, Hassan and Aldur should be linked *via* Saklespur and Mudigere and also a link between Shimoga and Tirthahalli should be constructed.

GROUP V.

Electric Power.

General.—Installation of four 18,000 K. W. Generating Units at Jog. (Scheme 65).

Special.—Electricity should be extended to every taluk in the malnad and to centres like Agumbe, Hariharpur, Sringeri, Kalasa, Hanabal, Yeslur even though they are beyond taluk headquarters, in order to attract industries near the place of raw materials, to facilitate lift irrigation and protected water supply and to brighten life by the use of public lighting, community radios, telephone and use of electricity for domestic purposes.

(Please see also under Irrigation).

GROUP VI.

Mining.

General.—1. Manufacture of Cement Asbestos products at Bhadravati (Scheme 70).

2. Malnad Kaolin Works at Tirthahalli (Scheme 71).

Special.—1. Intensive survey should be made for minerals and investigations conducted and methods devised for commercial utilisation of low grade ores.

2. Jalagars should be encouraged to wash gold yielding sand by giving them an open offer to purchase alluvial gold brought by them at the rate obtaining in the Bombay market for ready delivery according to the latest quotation available.

GROUP VII.

Irrigation and Drainage.

General.—(*a*) Irrigation Projects (Scheme 74).

(1) Anicut across Tunga near Sacrebyle;
(2) Anicut across Kagehalla;
(3) Anicut across Seegehalla;
(4) Tank near Budigere;
(5) Ambligola Reservoir in Shikarpur Taluk;
(6) Dandavati Reservoir in Sorab Taluk;
(7) Bhadra Reservoir near Lakkavalli;
(8) Hirehalla Tank;
(9) Left Bank Channel from Bhadra anicut;

Special.—An intensive survey of possibilities of dams in the upper reaches of the several rivers, *viz.*, Sharavati, Varada, Bhadra, Hemavati, Yegachi and streams for the conservation of water for summer, for flushing the lower reaches and providing wholesome water in summer along the river and likely development of power to connect at local supply stations, is necessary; and the construction of multi-purpose dams should be undertaken for reasons of industrial development, improvement of public health and increase of agricultural production.

(See also under Electrical).

Restoration of Minor Tanks.

General.—Restoration of 4,000 tanks whose annual assessment is between Rs. 100 and Rs. 300 and 1,000 tanks of assessment between Rs. 50 and Rs. 100 in 10 years. All the 2,193 tanks in the Malnad with assessment above Rs. 100 should be restored urgently. The pace of restoration may be doubled in the malnad in respect of other tanks as out of 15,219 unrestored tanks in the State, nearly 11,000 are in the Malnad.

GROUP IX A.

Agriculture.

General.—1. Scheme for the multiplication and distribution of paddy seeds and manure (Scheme 80).

A farm for each malnad district is necessary.

2. Wider distribution of improved agricultural implements (Scheme 81).

3. Starting of more experimental farms (Scheme 82).

(i) Experimental farms for areca and other subsidiary crops should be opened at the following places: Sagar, Tirthahalli, Hosanagar, Mudigere, Sringeri, Koppa;

(ii) A farm in each district for orange and other fruit cultivation and research and for the cultivation of spice crops such as nutmeg, pepper, clove, vanilla should be started.

4. Starting of more demonstration farms in Taluk Headquarters (Scheme 83).

To be started in every taluk in the Malnad.

5. Manufacture of compost from agricultural waste (Scheme 84).

6. Tractor service in the State (Scheme 85).

7. Starting of additional Kannada agricultural schools (Scheme 86).

Two more schools should be opened in the interior of the Malnad.

8. Breeding, multiplying and procuring seed potatoes (Scheme 91).

Feasibility of growing potatoes in the Malnad should be investigated.

9. Cultivation of essential oil plants (Scheme 93).

A farm should be opened in the Malnad also.

10. Introduction of improved methods of gur, boora and cottage crystal sugar production (Scheme 99).

Special.—(1) An Areca Board and a Cardamom Board on the lines of the Cotton and the Cocoanut Boards should be established for Mysore for organising and controlling research and for improved marketing and all India organisations should also be pressed for.

(2) The feasibility of growing a subsidiary crop in paddy fields after harvest of paddy should be investigated.

(3) At least three Agricultural colonies should be established in the interior for malnad students passing out of agricultural schools.

Horticulture.

Special measures should be adopted to facilitate the transport and marketing of fruit and vegetables from the malnad.

GROUP IX-B.

(Veterinary and Animal Husbandry).

General.—(1) Opening of Rural Veterinary Dispensaries (Scheme No. 101).

(2) Live-stock Improvement Scheme (Scheme No. 102).

(3) Establishment of Breeding Farms for milch goats (Scheme No. 109).

(4) Development of Bee-keeping (Scheme No. 111).

(5) Poultry farming in the State (Scheme No. 112).

(6) Establishment of Government Dairies (Scheme No. 115).

(7) Establishment of Cattle Breeding Stations (Scheme No. 116).

Special.—(1) Research in preservation of milk and dairy products and poultry products and in refrigeration should be undertaken in order to improve nutrition.

(2) Research to improve the nutritive value of the fodder and also steps to introduce new varieties of fodder crops and grass suitable for the malnad should be undertaken in order to improve the cattle and the yield of milk by malnad cows.

(3) Special facilities by way of facilitating supply of concentrated feeds, and grant of subvention should be created to encourage stall feeding of cattle.

GROUP X.

Forestry.

General.—(1) Rehabilitation of over-exploited areas (Scheme 129).

(2) Formation of Cinchona Plantation near Kemmangundi and Bababudan Hills (Scheme 131).

(3) Lac Production (Scheme 132).

(4) Improvement of forest communications—22 miles along the Bhadra (Scheme 133).

Special.—(1) Greater activity for intense rehabilitation all over the malnad where over-exploitation has occurred during the war is necessary;

(2) Special attention should be paid for increase of Eucalyptus plantations and distillation of oil therefrom;

(3) Greater attention should be paid for the propagation of cane and for developing industries in cane;

(4) Private persons should be encouraged to grow cinchona in their backyards and holdings by grant of suitable subsidies and the Forest Department should raise nurseries of cinchona plants in suitable and central places for supply to private persons;

(5) Factories should be established in the interior for development of industries out of the Forest produce;

(6) Cashewnut cultivation may be extended;

(7) Gun licenses should be given more liberally to actual cultivators for the protection of their crops;

(8) Cultivators who possess licences for protection of crops may be permitted to pursue wild animals destroying their crops or cattle for a distance of not exceeding one mile;

(9) The existing Malnad Ryots' Privileges should not be curtailed;

(10) Wherever trenches have to be dug or repaired for the protection of occupied land from erosion, such trenching should be allowed even on adjoining Government lands or inside forest limits adjoining the land.

GROUP XI.

Fisheries.

General.—Development of Fisheries (Scheme 136).

Special.—Pisciculture should be extended to large reservoirs like Hirebhasgar, Anjanapur.

GROUP XII.

Co-operation.

General.—(1) Redemption of agricultural indebtedness of persons whose debts are below Rs. 200 through Co-operative Societies, the latter being provided with necessary funds by the Apex Bank (Scheme 141).

(2) Marketing Societies for commercial products in the existing centres of trade and of District Wholesale Societies (areca, cardamom, cotton, copra, and cocoanut, jaggery, paddy, tamarind, oranges, kitten plantains, vegetables, chillies, groundnut and honey) to enable producers to get the best price (Scheme 142).

(3) Organisation of multi-purpose societies at all Hobli headquarters for supplying the credit needs of the ryot population and to serve as links to marketing societies (Scheme 145).

Special.—(1) A cardamom Society similar to the Arecanut Marketing Society may be established for financing cardamom growers and for improving grading and marketing.

(2) Legislation be undertaken for compulsory redemption of mortgages in the Malnad and the extinction of usufructuary mortgages after a period of 30 years and the provision of funds made by the State for paying off the ascertained debt after scaling it down on the lines of the Debt Conciliation Act.

GROUP XIV.

Rural Uplift and Village Amenities.

General.—(1) Rural Reconstruction Drive (Concentrated propaganda in an entire hobli of a taluk each year) Scheme No. 149.

(2) Rural Welfare Centres (Scheme 150).

GROUP XV.

Education.

General.—1. Development of Primary Education (Scheme 151).

(1) Extension of the course by another year;

(2) Increase of Primary Schools from 8,000 to 10,500 at 500 each year;

(*a*) In selecting villages or group of villages for location of new schools, the standard of minimum population should be reduced from 300 to 200 in the malnad;

(*b*) The malnad should be allotted 100 additional schools every year;

(3) Conversion of 1,450 aided schools into Government ones;

(4) Increase of enrolment from 4,30,000 to 7,82,000;

(5) Compulsory attendance of pupils under the Elementary Education Amendment Act of 1944 to be introduced at 9 taluks each year;

2. Development of Middle School Education (Scheme 152) —100 additional schools each year; Thirty of the new Middle Schools should be opened in the malnad each year;

3. Development of High School Education (Scheme 153);

4. Training of teachers for Primary Schools (Scheme 154a);

5. Training of teachers for High and Middle Schools (154b). One of the additional Middle School Teacher Training Centres may be located in the malnad;

6. Adult Education Scheme (Scheme 156);

7. Provision of Physical Education in all Schools (Scheme 157);

8. Medical Inspection (Scheme 158);

9. Provision of free midday meal (Scheme 159);

University.—Starting of Intermediate Colleges in mofussil places (Scheme 166);

One should be started at Chickmagalur.

Special.—1. In the malnad, hostels should be established in taluk headquarters and other important centres;

2. Seats should be reserved in the University Institutions and Technical Institutions in Bangalore and Mysore for the applicants from the malnad and 25 scholarships should be granted for poor students from the malnad in the University.

GROUP XVI—PUBLIC HEALTH AND MEDICAL SERVICES.

(a) Medical—(General).

General.—1. Conversion of the District Hospitals at Shimoga, Chickmagalur and Hassan into General Hospitals, Shimoga being taken first (Scheme 171).

The entire scheme should be sanctioned with first priority.

2. Mobile dispensaries—One in each of the malnad districts (Scheme 172).

3. Opening of new dispensaries in rural areas—100 at the rate of 20 each year in the malnad and in unhealthy tracts of maidan (Scheme 173).

4. Provision of in-patient wards in Local Fund Dispensaries—100 at 20 each year (Scheme 174).

5. Equipping and starting Col. Crawford Hospital at Saklespur (Scheme 181).

Special.—1. A hospital of 40 beds may bee stablished at Tirthahalli.

2. The following facilities and amenities may be granted to the staff working in the malnad;

(*a*) Suitable quarters should be provided for the Sub-Assistant Surgeons, compounders and midwives;

(*b*) Special malnad allowances should be granted as follows:—

(i) Rs. 30 for all Sub-Assistant Surgeons;
(ii) Rs. 10 to midwives and Rs. 5 to compounders;
(iii) Cycle allowance of Rs. 10 per mensem to Sub-Assistant Surgeons;
(iv) Increased rates of D. A. by 50 per cent.

3. In respect of new dispensaries to be opened in the malnad, contribution from local bodies should not be required;

4. There should be an increased supply of mobile vans attached to malnad hospitals.

5. In-patient wards should be opened in all malnad improvement dispensaries.

(b) MEDICAL—(Women's Section).

General.--(1) Appointment of a Woman Doctor to each Taluk.

Three Malnad taluks in Hassan;

Five taluks in Shimoga;

One taluk in Kadur. (Scheme 186)

(2) Appointment of a Midwife for each hobli and for each big village. (Scheme 187.)

Alur	... 2	Shimoga	... 1
Belur	... 2	Shikarpur	.. 3
Chikmagalur	... 6	Sorab	... 2
Tarikere	... 1	Sagar	... 4
Koppa	... 2	Nagar	... 3
Mudigere	... 1	Thirthahalli	... 2
Sringeri	... 1		

(3) Ward of six beds for women with a labour ward in each Taluk Headquarter. (Scheme 188.)

(4) Housing of lady Sub-Assistant Surgeons in district Headquarters. (Scheme 191.)

Special.—(1) Ten midwives to be trained in each district, the trainees being provided with free accommodation during the period of training as also free boarding and pocket money of Rs. 5 per month each.

(2) In respect of new midwives to be employed, contribution from local bodies should not be required.

GROUP XVI.

(C) Public Health.

Health Unit Organisation.—(Schemes 193 and 194).

Special.—For the success of the Malnad Development Plan, this Committee considers that, as advocated by the Sir Joseph Bhore Committee on Health Survey and Development, "the doctor should be a 'social physician protecting the people and guiding them to a healthier and happier life' and should place prevention of disease in the forefront of his programme and should so combine remedial and preventive measures as to confer the maximum benefit on the community", that "the doctors in the primary units should combine curative and preventive health duties" and that remedial and preventive health work should be developed "on a unified basis" so as to "provide an integrated institutional and domiciliary service to the people." The Committee therefore recommends sanction to integrated units proposed by the Director of Public Health and to the dispensaries and staff of doctors, midwives, sanitary inspectors, vaccinators and fieldmen required in addition to those recommended under Group XV. They realise that in the present organisation of departments, the integration has to be on a basis different from that suggested by the Director of Public Health and urge that in the malnad, a workable alternative will be secured under the full time Chairman of the Malnad Development Board who should have the assistance of senior officers of the three branches, stationed in the malnad guiding the respective staffs and working as a single integrating Sub-Committee of the Board.

(2) Intensive research should be carried out by senior nutrition experts stationed in the malnad in fully equipped laboratories into the diets of the poor and the lower middle class with a view to ascertaining the vitamin, mineral and other deficiencies and framing balanced diets from local products.

(3) Continuous research should be carried out into the nutritive value of local agricultural and forest products in use or now being neglected or wasted, with a view to fortifying the deficient items by selective plant or animal breeding, to utilising to the best advantage all available resources for food and introducing new varieties. For example, ascertainment of the nutritive value of the seeds of Jack fruit so plentiful in the malnad and its distribution in the shape of meal or milk suitably processed may prove a valuable addition to available supplies and open a new industry.

(4) Demonstration kitchens with standard menus of balanced diet and information of its cost should be established in connection with every middle and Normal School, and on every occasion of public fair, festival or Conference, and facilities granted also to women's organisations and to Village Panchayets and Co-operative Societies to run such kitchens for propaganda.

GROUP XX.

Sericulture.

General.—Starting New Hill Stations for the rearing of Univoltine and Bivoltine races of silk worms (K. R. Hill Station, Tarikere Taluk). (Scheme 202.)

Special.—The feasibility of cultivating mulberry and of establishing silk industry as a cottage industry in the malnad should be investigated and necessary further steps taken.

SPECIAL GROUP.

The following facilities should be accorded to the officers and officials employed in the malnad :—

(*a*) Suitable quarters, rent free, should be provided for the entire non-gazetted staff, and on rent for others;

(*b*) All the officials should be granted a suitable special allowance so long as they are employed in the malnad ;

(*c*) The children of the officers and officials employed in the malnad who have to proceed outside for higher education should be given preference in the allotment of seats in the educational institutions.

(*d*) These officials should be eligible, in addition to the usual leave admissible under the M. S. R., for extra-ordinary leave with allowance whenever the need for such leave is certified to by the Medical Officers on account of illness attributable to their stay in the malnad.

(*e*) Rates of D. A. for their travel in the malnad should be increased by 50 per cent.

2. A suitable leave reserve should be maintained in all departments so that substitutes will be readily available in case of emergency.

3. Increased facilities for motor transport for passengers and goods traffic are necessary in the malnad—particularly in the interior areas.

4. Applicants from the malnad for appointments in the public service should receive preferential consideration.

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APPENDIX 1.

POPULATION TREND SINCE 1901.

Sl. No.	Taluk		Population born in the district		
			1901	*1911*	*1941*
1.	Belur	...	72,764	68,158	66,488
2.	Manjarabad	...	50,997	44,698	39,583
3.	Alur	...	28,790	27,350	21,210
4.	Chikmagalur	...	79,804	70,988	66,258
5.	Koppa	...	23,674	21,590	20,840
6.	Tarikere	...	70,702	64,219	63,793
7.	Narasimharajapura	...	12,175	12,477	12,317
8.	Mudgere	...	33,395	31,269	28,304
9.	Sringeri Jahgir	...	7,907	7,268	7,149
10.	Shimoga	...	68,740	68,587	78,045*
11.	Kumsi	...	18,186	16,068	16,791
12.	Shikarpur	...	58,159	56,537	46,465
13.	Sorab	...	63,132	59,241	50,083
14.	Sagar	...	51,057	45,866	49,218
15.	Thirthahalli	...	49,286	42,031	43,931
16.	Hosanagar	...	34,795	32,899	28,155

*Influence of Bhadravati.

APPENDIX 2.

EXTRACT FROM

The Bharatpur Compulsory Redemption of Mortgage of Agricultural Land Act, 1944 (Act VI of 1944)

* * *

Section 2. Interpretation Clauses. In this Act, unless there is anything repugnant in the subject or context:

(*a*) 'Agriculturist' means a resident of the State whose land is assessed to land revenue in the State,

(*b*) 'Agricultural land' means land belonging to an agriculturist in respect of which land revenue is paid to the State.

(*c*) 'Court' means a Court constituted under this Act.

(*d*) 'Government' means the Bharatpur Government.

(*e*) 'Interest' means rate of interest and includes the return to be made over and above what was actually advanced whether the same is charged or sought to be recovered specifically by way of interest or otherwise.

(*f*) 'Mortgage' means mortgage of agricultural land.

(*g*) 'Mortgagor' means a mortgagor of agricultural land and includes the legal representative of the original mortagor through inheritance, survivorship, bequest, transfer *inter-vivos* or otherwise.

(*h*) 'Mortgagee' means a mortgagee of agricultural land, and also includes the legal representatives of the original mortagagee, whether by inheritance, survivorship, bequest, transfer, *inter-vivos*, operation of law or otherwise.

(*i*) 'Special Officer' means any officer appointed for the investigation and settlement of mortgages under this Act and includes a Collector and officers of higher rank.

3. Within one year after the date on which this Act comes into force, every mortgage shall be redeemed in accordance with this Act. All land in respect of which mortgages are not so redeemed, shall be restored to the mortagagor if not already in his possession, subject only to the right of mortgagee to payment by Shri Krishna Bank of such amount as decreed by a Court as due on that date.

Section 4. Notwithstanding any law for the time being in force in the State, no court shall entertain, hear or decide an

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application for redemption of mortgages except courts constituted under this Act.

* * *

5. (1) When the mortgagor and the mortgagee agree about the amount due under a mortgage and the Special Officer, Collector or an officer of higher rank, accepts the same, the amount so due shall be paid by Shri Krishna Bank and the mortgage transferred to its name and the land restored to the mortgagor.

(2) The mortgagor or mortgagee may, if they do not mutually agree to settlement, apply in the prescribed form for redemption to the Court within whose jurisdiction the mortgaged property or any part of the mortgaged property is situated. To such an application, every person interested in the mortgage shall be made a party.

(3) In any case in which the mortgagor or mortgagee has not previously applied, the Special Officer or Collector or any officer of higher rank may make an application on behalf of the Government in the prescribed form.

18. Principles to be followed for determination of amount due under the mortgage.

(*a*) Notwithstanding any contract or any provision of law to the contrary, in determining the amount due under the mortgage, the Court shall not allow interest-at a higher rate than 6 per cent simple per annum on the principal. Any thing paid or any profits realised over and above the aforesaid rate shall be credited towards the Principal. In order to determine the amount due, the Court shall reopen the transactions in case there have been renewals of mortgages and shall apply all relief available under the Usurious Loans Act, the Agricultural Relief of Indebtedness Act and any other Act that may be relevant.

(*b*) In all cases where the mortgagee has been in possession for 30 years or more, the mortgage shall be considered as redeemed and the mortgagor shall be put in possession.

(*c*) When a mortgage has not run 30 years and the amount due, if any, is not determined under subsection (a) the amount due shall be fixed at the same proportion to the sum advanced, as the period required to complete 30 years, bears to 30 years.

20. Decree to be forwarded to the Shri Krishna Bank. As soon as a decree for redemption has become final, the Court shall send a copy of the decree to Shri Krishna Bank.

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21. Payment by Shri Krishna Bank—Shri Krishna Bank on receipt of such decree shall, at any time within three months of the said receipt, issue an intimation to the opposite party held entitled to any amount under the decree to receive payment of the said amount within one month from the receipt of such intimation. If such person fails to apply to receive such amount within the aforesaid period such amount shall remain in deposit in the Bank in the name of such person but no interest shall accrue on it and the amount so held in deposit shall be deemed to have been paid for the purposes of this Act.

(Effect of payment of mortgage debt by Shri Krishna Bank).

22 Mortgage to be considered extinguished after payment. After the payment of the amount within the meaning of section 21 or under section 5 (1) the mortgage shall be considered to be redeemed.

23. Land to remain mortgaged with Shri Krishna Bank till liquidation of dues of Shri Krishna Bank. The land thus redeemed shall be deemed to be mortgaged with Shri Krishna Bank from the date of such redemption as mentioned in section 22 till the satisfaction of its dues and the fact of transfer shall be registered by the proper Registering Authority.

24. Mutation in favour of Shri Krishna Bank. As soon as the Land becomes mortgaged with Shri Krishna Bank under section 23 it shall apply for mutation of its name as mortgagee in place of the mortgagee or mortgagees as the case may be, from whom the property has been redeemed.

25. The land while under a mortgage with Shri Krishna Bank under section 23, shall be given possession of to the mortgagor in accordance with the provisions of Land Revenue Code, unless the mortgagor is already in possession.

26. Number and date of instalments payable to Shri Krishna Bank in payment of the amount advanced under section 21.

(*a*) The amount paid by the Shri Krishna Bank within the meaning of section 21 shall be realisable in 25 yearly instalments at the rate of 7 per cent of the amount paid and shall be realised as arrears of Land Revenue along with the Land Revenue Demand.

(*b*) If at any time before the expiry of 25 years, the debtor repays the entire debt, all instalments paid up to that date shall be credited towards the principal and simple interest at six per cent recovered in respect of the principal outstanding in each previous year.

28. Suspensions of instalments. The principle of suspension as applicable to payment of Land Revenue under the law in force in Bharatpur State shall also be applicable to the payment of the instalments under section 26.

29. Invalidity of mortgage except in favour of Shri Krishna Bank—From the date of the commencement of this Act all mortgages of agricultural land, except in favour of Shri Krishna Bank shall be void and the doctrine of part performance shall not be applicable to any mortgage forbidden by this Act.

30. Refusal of registration of mortgages made in contravention of section 29. No mortgage made in contravention of section 29 shall be registered by the Registrar or Sub-registrar after the date of the commencement of this Act.

31. Loans on mortgages by Shri Krishna Bank. Loans on fresh mortgages will be given by Shri Krishna Bank for the following purposes only :

(*a*) to improve the holding;

(*b*) to construct a dwelling house, or farm buildings;

(*c*) for expenses in connection with his own marriage or that of his sisters or children, education of his children, or funeral ceremonies of parents, grand-parents or wife or husband or of children.

Provided that the amount borrowed for any of the purposes mentioned in clause (c) shall not exceed the prescribed amount.

* * * *

33. (1) Bar of suits and execution in Revenue Courts. After the commencement of this Act no suit for redemption of agricultural land, nor any application for the execution of the decree for redemption shall be entertained by the Revenue Courts.

(2) Stay of pending suits and execution proceedings on the date of commencement of this Act. If any suits for redemption or any proceedings in execution of the decree for redemption are pending in the Revenue Courts at the time of the commencement of this Act such suits or proceedings shall be stayed.

(3) Revenue Courts to forward files of suits and execution stayed under sub-section (2) to courts constituted under the Act and their disposal by such courts.

The files of all such suits as are mentioned in sub-clause (2) as well as of all such suits for redemption which have been decreed before the commencement of this Act but in which the decrees remain unsatisfied shall be forwarded to the Court constituted under this Act and on receipt of such files such Court shall proceed to hear and decide such cases in the manner provided for the hearing and decision of the applications made under section 5 of this Act, except that in cases in which a

decree for redemption has already been passed before the commencement of this Act all findings of the revenue courts excepting those relating to the amount due under the mortgage shall be accepted by such court. In such cases the Court shall pass a decree in accordance with section 14 of this Act.

Provided that the mortgagor and mortgagee may settle their claims under section 5 (1) of this Act before the Court decides the case.

APPENDIX 3.

MORTGAGES AND THEIR REDEMPTION.

EXTRACTS FROM

The United Provinces Agriculturists' Relief Act, 1934 (Act XXVII of 1934).

* * *

Section 9.—Notwithstanding anything contained in the Transfer of Property Act, 1882, or any contract to the contrary, no mortgage of land or grove by an agriculturist made after the commencement of this Act shall be valid if, under the terms of such mortgage, possession of the mortgaged land or grove is delivered to the mortgagee, unless the mortgagee is authorised to retain such possession and to receive the rents and profits of such land or grove both in lieu of interest and towards payment of the principal, on condition that after the expiry of a fixed term not exceeding twenty years, the mortgaged land or grove shall be re-delivered to the mortgagor and the mortgage debt shall be deemed to have been discharged.

Act IV of 1882.

Form of possessory mortgage.

Explanation (1).—For the purposes of this section "land" means and includes land which forms a mahal or a share or a portion of a mahal or specified plots in a mahal.

Explanation (2).—Nothing in this section shall be construed to confer a right of effecting usufructuary mortgage of land on persons who do not possess transferable rights in such land.

* * *

Section 11.—If a mortgagee holding possession under a mortgage made after the commencement of this Act by an agriculturist, remains in possession after the expiry of the period for which he is entitled to hold and on the expiry of which he is bound to deliver back the mortgaged property without any payment by the mortgagor, the Court shall, on the application of the person entitled to possession, direct that the mortgage be redeemed, eject such mortgagee, and place the person so entitled in possession, and may also direct the mortgagee to pay such compensation to the person found to have been wrongly kept out of possession as it may deem reasonable.

Ejectment of mortgagee remaining in possession after term

* *

The United Provinces Regulation of Agricultural Credit Act, 1940.

* * *

Permissible forms of mortgage.

Section 13.—(1) After the commencement of this Act, every mortgage of protected land shall be made only in one of the following forms, namely: —

(*a*) a usufructuary mortgage for which the mortgagor delivers proprietary possession of the land to the mortgagee and authorizes him to retain such possession and to receive the rents and profits of the land in lieu of interest and towards payment of the principal, on the condition that after the expiry of such term not exceeding twenty years, as may be agreed upon, the land shall be re-delivered to the mortgagor;

(*b*) a mortgage without possession subject to the condition that if the mortgagor fails to pay principal and interest according to the contract, the mortgagee may apply to the court of competent jurisdiction to place him in possession of the land; or

(*c*) any other form which the Provincial Government may prescribe.

(2) Where a mortgagee makes an application under clause (*b*) of sub-section (1), the court may put him in possession of the land for such term not exceeding twenty years as it may, in the circumstances of the case, consider to be equitable, and the mortgage, from the date of such possession shall be deemed to be a usufructuary mortgage made under clause (*a*) of sub-section (1) for the term allowed by the court.

(3) Where in a usufructuary mortgage made after the commencement of this Act no term or a term exceeding twenty years is agreed upon, such mortgage shall be deemed to be a usufructuary mortgage made under clause (*a*) of sub-section (1) for a term of twenty years.

APPENDIX 4.

APPLICATION OF THE RULE OF DAMDUPAT.

The Madras Debt Conciliation Act, 1936 (Act XI of 1936).

Maximum amount allowable in satisfaction of a debt.

Section 16. In any scheme of debt conciliation under this Act, no creditor shall be allowed a greater amount in satisfaction of both principal and interest than twice the amount of the principal and if the debt was incurred before the first day of June, 1933, twice the amount due on the said date.

The Mysore Debt Conciliation Act (Act VI of 1937).

Maximum amount allowable in satisfaction of a debt.

Section 16.—In any scheme of debt conciliation under this Act, no creditor shall be allowed a greater amount in satisfaction of both principal and interest than twice the amount of the principal and if the debt was incurred before the first day of June, 1935, twice the amount due on the said date.

The Mysore Agriculturists' Relief Act (Act XVIII of 1928)

Power of Court to enquire into history of transactions.

8. (1) If the amount of the creditor's claim is disputed, it shall inquire as far as possible into the history and merits of the case out of which the suit has arisen from the commencement of the transaction between the parties or the persons, if any, through whom they claim.

(2) When the Court inquires into the history and merits of a case under sub-section (1) it shall,—

notwithstanding any agreement between the parties or the persons (if any) through whom they claim, as to allowing compound interest or setting off the profits of mortgaged property without an account in lieu of interest, or otherwise determining the manner of taking the account,

and notwithstanding any statement or settlement of account or any contract purporting to close previous dealings and create a new obligation,

open the account between the parties from the commencement of the transactions and take that account according to the following rules (that is to say):—

(*a*) separate accounts of principal and interest shall be taken ;

(*b*) in the account of principal there shall be debited to the debtor such money as may from time to time have been actually received by him or on his account from the creditor, and the price of goods, if any, sold to him by the creditor as part of the transactions ;

(*c*) in the account of principal there shall not be debited to the debtor, any accumulated interest which has been converted into principal at any statement or settlement of account or by any contract made in the course of the transactions, unless the Court, for reasons to be recorded by it in writing, deems such debit to be reasonable;

(*d*) in the account of interest there shall be debited to the debtor monthly, simple interest on the balance of principal for the time being outstanding, at the rate allowed by the Court as hereinafter provided;

(*e*) all money paid by or on account of the debtor to the creditor or on his account and all profits, service or other advantages of every description, received by the creditor in the course of the transactions (estimated, if necessary, at such money value as the Court in its direction may determine) shall be credited first in the account of interest, and when any payment is more than sufficient to discharge the balance of interest due at the time it is made, the residue of such payments shall be credited to the debtor in the account of principal;

(*f*) the accounts of principal and interest shall be made up to the date of instituting the suit, and the aggregate of the balances (if any) appearing due on both such accounts against the debtor on that date shall be deemed to be the amount due at that date, except when the balance appearing due on the interest account exceeds that appearing due on the principal account, in which case double the latter balance shall be deemed to be the amount then due.

To enable the Court to make this inquiry the creditor shall produce accounts, kept in the manner hereinafter prescribed, which shall record all transactions between himself and the debtor that shall have taken place subsequent to the extension of this Act. With reference to transactions, if any, which took place prior to the extension of this Act, he shall submit with the plaint a statement of account between himself and the debtor showing, to the best of his knowledge and belief, the advances made, the repayments admitted and how the sum claimed is arrived at.

(3) Nothing contained in this section shall be deemed to empower the Court as the result of an investigation hereunder to grant relief by way of refund to an agriculturist, whether as plaintiff or as defendant, of any amount to which he is not otherwise entitled under any law for the time being in force.

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